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FINAL REPORT OF THE SUBCOMMITTEE ON DAY CARE IN THE PUBLIC SCHOOLS

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Statewide Advisory Council

to the Massachusetts Office for Children

June, 1989

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The Commonwealth of Massachusetts

Office for Children Statewide Advisory Council

George Bachrach
Chairman

Dear Friends:

On behalf of the Statewide Advisory Council (SAC) and its day care committee we are pleased to present to you the **Final Report of the Subcommittee on Day Care and the Public Schools.**

Because of the increased demand for child care services, there has been growing interest in looking to the public schools to play an expanded role in the provision of child care services. The increased involvement of local school systems brings with it new issues and concerns for public schools, the child care community, parents, and the community at large to address.

In December 1988, the Office for Children's SAC, in cooperation with the Department of Education and the Executive Office of Human Services, held five public forums around the state to stimulate discussion about the role of public schools in the provision of child care to all age groups. This report summarizes the testimony heard at those sessions on a range of relevant issues. We call your attention to the recommendations from the SAC Day Care Committee on page 23.

We thank all of those who took the time to participate in the public forums. We hope this report will prove useful to all child care providers and consumers in helping to foster a growing spirit of cooperation in the delivery of this important service.

Sincerely,

A handwritten signature in black ink, appearing to read "George Bachrach".

George Bachrach
Chairman

A handwritten signature in black ink, appearing to read "Michelle Seligson".

Michelle Seligson
Chair, Day Care Committee

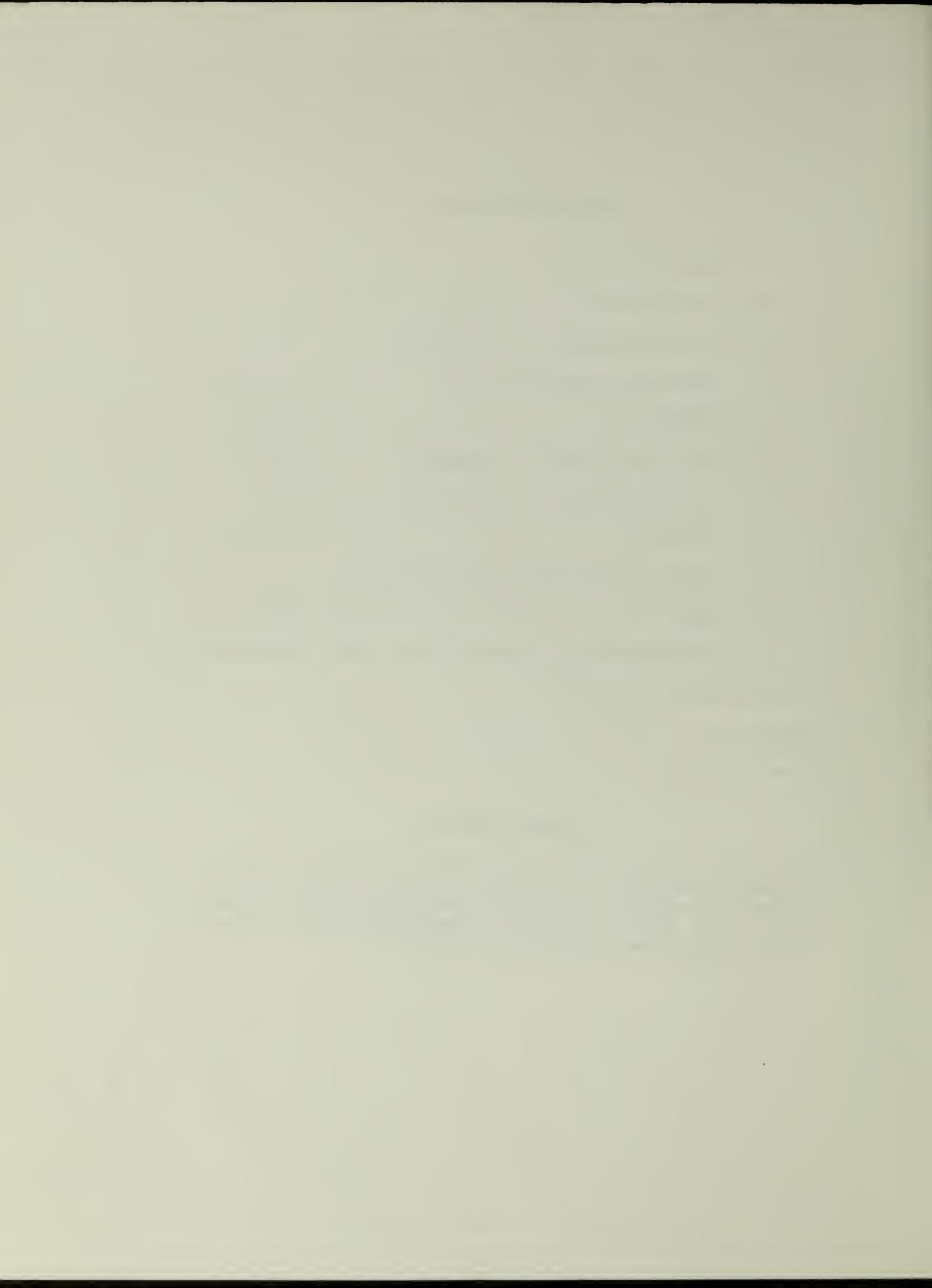


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Acknowledgements

This report was written by the Subcommittee on Day Care and the Public Schools of the Office for Children's Statewide Advisory Council. A list of committee members appears in Appendix A. OFC's Communications Office assisted in the editing and production of the report.



I. INTRODUCTION

EARLY CHILDHOOD EDUCATION IN MASSACHUSETTS

We are fortunate in Massachusetts to reside in a state with a rich history in the field of early childhood education. Since the early nineteenth century, Massachusetts and the Boston area, in particular, has been in the forefront in the development of nursery schools, day nurseries, and free kindergartens. The ideas behind each of these early program models influenced each other. Three distinct strands in the history of child development came together to create today's diverse network of child care programs. In Massachusetts this network is well developed and enjoys strong support from both state and local government, many private employers, and the public at large.

We have at least three major types of care with separate funding streams for child development in the state. One is the public schools, which have recently embarked on an expanded early childhood initiative under Chapter 188, and which has had a kindergarten mandate, and a program for children up to third grade, for much longer. A recent report published by the National Association of State Boards of Education (NASBE), *Right from the Start*, urges schools to consider their educational classes up to the third grade as developmental and calls on schools to work more closely with the early childhood community.

A second type of care is Head Start. This is primarily a federal program with its own contractual standards. In Massachusetts programs are subject to licensing standards of the Office for Children and school-run programs are subject to local school board authority. Recently, however, Head Start programs have begun seeking more collaboration with other early childhood programs and the state has begun to offer additional funds to expand programs and supplement salaries.

A third type of care for child development is the privately operated nursery schools and day care programs that are licensed by the Office for Children. These programs form a network of publicly (by the Department of Social Services) and privately funded child care which is much larger than Head Start but is less identifiable because of the diverse funding streams from all levels of government and the private sector which pays for its services.

Since 1985 the Commonwealth has expanded both the private child care system and early childhood education services offered through the public schools. The Governor's Day Care Partnership Project has greatly expanded the availability and improved the quality of private sector child care programs. Early childhood education programs in the public schools authorized by Chapter 188 have greatly increased the public schools' role in child development programs.

Massachusetts is again leading the way as the country grapples with establishing a comprehensive system of child care. It is interesting that across the country there is a climate of support for early childhood quality in some communities, while in others there is not. It seems likely that a long history of leadership and the presence of colleges and universities providing academic leadership are the major factors behind this climate of support in the Commonwealth. This gives Massachusetts a special opportunity, and a special responsibility, to develop models of collaboration across the state, and to develop universal policies that assure all of its children high quality developmental programs.

This report is intended to encourage public schools and other early childhood programs to build local partnerships to create a comprehensive network of early childhood services including parent education and family support programs, child care, and health, social, and mental health services. Public schools and private early childhood programs must work together to build this system through joint planning, advocacy, and cooperative delivery of services. As the NASBE report points out, just as public schools have developed partnerships with businesses and higher education institutions to accept their graduates, public schools and the early childhood community need to work together.

(This section is excerpted in part from testimony at the forums presented by Gwen Morgan of Wheelock College and a member of the SAC Day Care Committee.)

II. THE PUBLIC FORUMS

At the urging of its day care committee, the Statewide Advisory Council (SAC) to the Massachusetts Office for Children organized five public forums across the state to gather information and stimulate discussion about the role of public schools in the provision of child care services for infants, toddlers, preschoolers, and school-age children. Because of the growing need for high quality child care services, there has been increased interest in utilizing the public schools to play an expanded role in the provision of child care services.

The forums were cosponsored by the major state agencies involved in child care and early childhood education services: the Executive Office of Human Services, the Department of Education, and the Office for Children. Panelists at the forums included representatives of the above organizations and representatives of the child care/early childhood education community.

Issues Addressed

The forums provided an opportunity to address the issues and concerns which arise from the increased involvement of public schools. Sponsors sought testimony on:

1) Nature and extent of public school involvement in local communities in the provision of child care for infants, toddlers, preschoolers, and school-age children.

2) Issues, problems, and successes in public school provision of early childhood programs as well as programs for other age groups, including but not limited to:

* space	* staff recruitment/retention
* materials and equipment	* salaries
* administration	* transportation
* length of program day	* length of program year
* family involvement	* adequacy/stability of funds
* quality standards	* support from school committees
* other organizational support	* use of Chapter 188 and other funding sources

3) Issues, problems, and successes in the relationships between public schools, and community agencies providing child care and early childhood services including (but not limited to) coordination and collaboration in planning and operation of programs, and continuity of programming between public schools and community programs.

4) Impact on local delivery system of public school involvement in child care and/or early childhood services.

5) Future roles for the public schools in providing child care and early childhood services in the community.

Who Testified

The SAC invited a wide range of individuals to participate in the forums: teachers and administrators in public and private child development and education programs, local officials, and parents, community members, and other interested groups and individuals.

A total of 81 individuals presented testimony. They represented all parties involved in the child care/early childhood system; and included teachers and administrators in several types of early childhood programs--eighteen (18) from Chapter 188 early childhood programs, eighteen (18) from private child care programs, seven (7) from municipal child care programs, and three (3) from Head Start programs. Others testifying at the forums included: seven (7) school administrators, eleven (11) parents, seven (7) representatives of child advocacy groups, seven (7) representatives from child care resource and referral agencies, two (2) representatives of higher education, and one (1) legislator.

Hearing Schedule

The five forums were held in December of 1988:

- 1) Tuesday, December 6 in Waltham;
- 2) Thursday, December 8 in Boston;
- 3) Monday, December 12 in West Boylston;
- 4) Wednesday, December 14 in Holyoke;
- 5) Monday, December 19 in Brockton.

III REVIEW AND SUMMARY OF TESTIMONY

Participants presented both oral and written testimony. Presented here in summary form, it reflects the broad range of comments and perspectives presented at the forums. Section IV contains SAC recommendations which were based on a careful review of the testimony. The following issues are highlighted:

- * space and transportation;
- * funding;
- * wages and staffing issues;
- * curriculum and continuity
- * parents
- * program standards and monitoring;
- * special needs services;
- * collaboration, communication, and cooperation.

Tape recorded transcripts of the hearings and copies of all written testimony will be maintained on file at the Office for Children and are available upon request through Fiscal Year 1990. A full list of those presenting testimony is included in Appendix A.

A. Space and Transportation

Introduction:

Finding a long term solution for meeting the space and transportation needs of child care programs for both preschool and school age children is one of the major challenges facing our society. Child care is often seen as a low priority use for available community space. As a result many parents, children and day care providers are experiencing extreme frustration. Space and transportation constitute critical concerns for child care programs. There is an urgent need to develop alternative strategies for responding to this concern and for making options available so that individual communities can design solutions which will best fit their particular situations.

Summary of Testimony:

Space

1) Finding adequate and long term space for preschool and after-school child care programs presents a major problem in many communities.

Specific concerns reported include the lack of available space, long term leasing options, space which is accessible to special facilities such as a gymnasium or a cafeteria, and designated space which would not be shared during other times of the day with other programs (a particular problem when programs are housed in schools or in churches).

The need for dedicated space is also well illustrated when programs are housed in cafeterias and must be dismantled daily. Since the provision of child care programs is not viewed as one of the primary responsibilities of the school or the church, these institutions are often unwilling to provide long-term leases. Without the assurance of continuity of space it is very difficult for private providers and parents to plan for the future.

2) Private providers and parents are looking to the public schools to provide space for child care programs. The housing of day care programs in the public schools has advantages.

Schools are often willing and able to make space available at no cost or at a cost lower than the prevailing rates in the private sector. Also schools usually provide a convenient environment which is suitable to the needs of the children being served.

3) Although many successful child care programs are housed in public schools, problems do exist with this arrangement.

One of the major concerns expressed by parents is the frustration often experienced when they try to convince public school administrators to offer child care programs or to make space available for such programs. In some cases, school administrators look on the child care program as a business and thus charge high rents for the use of public school space. Frequently no storage space is made available to the child care program, and usually school systems are unwilling to guarantee space for more than a year at a time. Child care programs are often bumped to make room for other worthy programs.

According to a national report, school buildings which are used to house day care programs are often aging and deteriorating. Representative Barbara Hildt has suggested that the School Building Assistance Statute in Massachusetts be amended to require child care space in new school buildings. Since it usually takes from five to seven years to make new space operational, this is truly a long term solution.

Transportation

4) Transportation of children from school to child care programs and home was reported by many parents, providers, and school officials as a very difficult problem.

Children have a great deal of difficulty managing the transitions. For some parents this issue is "a nightmare" and "a great struggle". Often the day care center feels the brunt of this frustration.

5) Although the school age transportation law does allow school districts to be reimbursed for leaving children off at locations other than their own home in the afternoon, the legislation is permissive and contains provisions which mitigate its effectiveness in solving the transportation problem.

Communities are experiencing a variety of problems in implementing the law. Some have chosen not to implement the law at all. Others are implementing the law in restrictive fashion which does not meet parents' needs. For example, one community provides transportation only to child care centers that are between elementary schools on an existing route. In this community, transportation is also subject to space availability. In addition, restrictions in the law itself are posing problems. The 1.5 mile limit is too far for young children to walk. In rural communities which use vans and cars for transportation the limit of eight children in a van and the mandate for the use of car seats adds to the transportation cost.

B. Funding

Introduction:

The discussion of issues surrounding the funding of early childhood programs focused primarily on what should be funded and how the funds should be distributed. The majority of testimony supported the continuation of current Chapter 188 funding with recommendations that this funding be expanded to emphasize full-day (work day) programs and the increased involvement of local community programs in the delivery of services. A second focus was the need for funds to support public school involvement in school age programs. A third focus was the development of funding strategies which included the public schools as a component of a diverse early childhood and school-age delivery system.

Summary of Testimony:

1) Testimony widely and strongly supported the continuation of all current funding of early childhood and educational day care programs within the public school systems. Many rural communities noted that this was the sole source for the operation of a preschool program of any kind in their community. Participants also noted that many low-income families would not be able to take advantage of the preschool experience without the tuition-free Chapter 188 programs.

Funding time frames should be extended beyond yearly appropriations. Funding should be expanded for renovations and capital improvements, and it was also recommended that funding for Chapter 188 programs should be opened for direct bid from DOE to local community programs.

2) Participants noted that tuition-free preschool programs in the public schools may have a negative impact upon tuition-dependent local early childhood programs. Many tuition-based programs need full preschool enrollment to offset the higher costs of infant/toddler programming. Without full preschool enrollment, infant/toddler programming may be jeopardized.

3) In-kind contributions by public schools contribute to the success of community-based programs but some schools are unable to provide these services.

In-kind contributions--such as space, utilities, consultation with nurses, social workers, special needs teachers--by the public school to both preschool and school-age programs contributed to the success of these programs. However, a number of public schools, due to fiscal constraints, are not able to provide such services.

4) Public schools must become involved in the provision of school-age child care by reversing policies which limit this type of care and by providing space for these programs.

The administration of school-age programs should not be added to the tasks of the school department. Rather, the operations of school age programs, while possibly using space in the public schools, can be administered by parent boards and local community programs.

5) There is a critical shortage of full day/full year programs. The public school systems must help address this problem by coordinating with the newer Chapter 188 programs.

Recommendations were made that all Chapter 188 expansion money should go to full day programming until such a time as 50 percent of Chapter 188 funded programs are full day/full year. Services should then be maintained at that 50 percent level. Because of the unique characteristics of full day programs as opposed to half-day programs, local community programs should be funded to provide consultation to assist public schools developing extended day programming for preschool aged children. Funding is also needed for extended day, early childhood programming for children with special needs.

C. Wages and Staffing Issues

Introduction:

There are very good teachers in both public school and community based programs. Many teachers in both the public schools and day care centers have sound developmental backgrounds. Although a four year education degree is required for public school teachers, some teachers in day care centers do have bachelor and master degrees. Old perceptions of day care teachers as untrained non-professionals, and of public school teachers as pushing academic skills on young children are changing and are beginning to make way for a growing mutual respect.

Those testifying voiced concerns about the establishment of a two tier system between the staff of public school programs and community based programs. Concerned individuals do not want a system where the more educated and better paid teachers work in public programs, while the less educated, and lower paid teachers work in day care. Neither do individuals want a system where working in day care is seen primarily as a stepping stone to a public school career.

Summary of Testimony:

1) Public schools may "rob" the community programs of their best and most experienced teachers.

This fear reflects the better pay and benefits that public schools are able to offer. Benefits include higher salaries, health insurance, length of day, number of weeks off per year (public school schedule versus the 52 week day care schedule), disability and pension plans. Community based day care teachers perform the same duties as public school early childhood teachers, but do not receive comparable wages or benefits. A contributing factor to this concern is the higher status generally accorded to public school teachers. One example noted is that day care teachers are required to have criminal offender record checks (CORI), while public school teachers are not.

2) Different educational qualifications are often required by public school and community based early childhood programs. There is a need to develop career ladders to permit staff to move between programs.

Chapter 188 Program Standards (public school programs funded by Chapter 188) and Office for Children regulations (community programs) for teachers are not the same. One requires a bachelor's degree; the other much less. Community based programs

are at a disadvantage in competing for teachers with bachelor's degrees because they often pay less than public schools teacher salaries.

For example, under the new OFC regulations, the experience requirement for lead teachers may be met through appropriate practica, thus permitting teachers with a Bachelor's Degree in early childhood education to teach in both OFC and DOE regulated programs. The new OFC regulations qualify a person with an Associates degree and nine months experience for lead teacher. With one course in administration, a person qualifies for Director. DOE has no category for Lead Teacher. Lead Teachers with Associate's degrees and/or the required experience, no matter how skilled or experienced, are not eligible for DOE-certified positions as teachers. They are, however, eligible for Associate Teacher positions in DOE funded programs.

A career ladder should be developed that encourages teachers to get a four year degree. This ladder should have equitable steps in both community programs and in public school programs. Day care should not be the bottom of the ladder and public schools the top.

3) Training should be made available and accessible to day care workers. Many teachers in day care programs do not have degrees because they cannot afford preservice education.

A major obstacle for certification for some teachers in community based programs is the student teacher requirement. It is arguable whether or not an experienced teacher or head teacher needs the student teacher experience. It is often very difficult to arrange a student teaching experience and keep one's job and income at the same time. Under current regulations, student teachers may intern as they work. The issue is whether a certified staff person is available to supervise the "student intern".

4) Teachers should represent the community they serve.

Poor and minority children deserve to have positive role models who reflect their class, culture and race. Training programs for staff who have not had access to college education is needed.

5) Well paid and well trained teacher aides and assistants are important in quality early childhood programs.

An aide in a developmentally appropriate classroom works with groups of children. Having trained, experienced aides in the classroom is important. Aides' salaries should reflect the critical role they play in the classroom.

6) Public school programs can be a resource for community programs.

Public school programs can make training opportunities and consultants available to the staff of community based programs. This is happening in some communities but should be expanded to reach more staff.

7) Some programs have found it difficult to hire quality, part-time staff.

After-school programs often hire staff for part-time hours. Therefore, they pay part-time salaries and do not offer a comprehensive benefit package. This is also a problem in part-time early childhood programs.

D. Curriculum and Continuity

Introduction:

Several individuals raised concerns regarding the appropriateness of curriculum. Several emphasized the need to rethink early childhood education to ensure educational continuity. Some respondents spoke of the undue pressures exerted on young children for academic achievement which is resulting from the emphasis on testing, parental expectations, and a downward shift of the elementary curriculum. Others pointed out that academically focused programs can be found in all settings and that it is important that both the curriculum and the setting be developmentally appropriate.

Transitions between programs during the school day are difficult for very young children. Because of the preponderance of part-day programs, kindergarten children are particularly subject to this type of discontinuity of care. The development of relationships between community-based programs, early childhood programs and the public schools would ensure smoother transitions between grades and increase the continuity of learning and parent involvement in their children's education.

Summary of Testimony:

Curriculum

1) Early childhood curriculum should utilize a developmental approach, ensure developmental continuity, and be provided in developmentally appropriate settings.

One way to achieve this is to emphasize that early childhood encompasses the period from a child's birth through age eight. Public school early childhood units should be reorganized to serve three to eight year old children. The early childhood education community and the public schools share the common goal of providing developmentally appropriate programs. To meet this goal public schools need to gain experience with young children and staff must be flexible. Programs must also be designed to serve children of diverse cultural backgrounds, particularly in inner city settings where the majority of children may come from minority groups. Environments as well as curriculum must be developmentally appropriate. Directors and teachers should seek advice from early childhood experts in setting up programs. The environment should foster a love of learning and be warm and accepting.

2) Prekindergarten curriculum must incorporate effective family education and involvement.

Programs must conduct extensive outreach to parents, be supportive and provide models of age appropriate expectations. Parents must also play a role in determining program content and policy.

3) Appropriate, developmentally based programs can be found in both child care and public school settings.

Academically based programs can be found in both public and private programs. One way to ensure that developmentally based programs are found in both settings is to share curriculum among all early childhood and after-school programs. DOE and OFC should increase training opportunities for teaching and administrative staff to ensure that age appropriate curricula and teaching methods are used.

4) Undue pressure for academic achievement has resulted from testing requirements, the push for accountability from the community and parents, and from elementary school curricula.

The pressure of elementary school curriculum is transmitted to even the youngest children. Many parents expect the public schools, as well as child care programs and nursery schools, to teach reading and math at an earlier age and thus contribute to this pressure. Some teachers, especially those reassigned from upper grades, further exacerbate this pressure. Undue pressure for academic achievement is also related to testing. Testing policies in the state should be re-evaluated to ensure that a variety of sources of information are used to guide the planning of appropriate programs for children. Standardized tests should not be the sole criterion for recommending enrollment, placement, or retention in a program.

Continuity

5) Many Kindergartens illustrate the current discontinuity of care which exists for some children in early childhood programs.

Some kindergarten children may be in four separate programs during the course of a single day. Some of the problem lies with the common practice of scheduling half-day kindergarten programs, which reverse sessions in midyear. Transitions are difficult for young children. Much of the lack of continuity between programs is due to the piecemeal funding of early childhood programs.

6) The benefit of a growing relationship between community early childhood programs and the public schools is smoother transitions for children and their families.

Additional benefits from these relationships include an increase in the incidence of special education screening and the development of a network of early childhood and early primary teachers. The early acquaintance of school personnel with the families and their children provides valuable lead time for educational planning as children approach school entry. The opportunity for parents and children to meet public school personnel before kindergarten entry through visits to the school and events at the preschool also enhances continuity. Parental involvement and advice, which is a natural part of the early childhood program, continues during the transition to kindergarten. Community based preschool programs benefit through a sharing of public school resources and training opportunities funded by Chapter 188.

E. Parents

Introduction:

Testimony emphasized that early childhood programs and child care programs are needed to provide parents with choices which permit families to meet both their need for income and the needs of their children for developmentally and culturally appropriate care and education.

Summary of testimony:

1) The needs of working parents are often not recognized or addressed by public schools.

Schools must assume a strong role as one of the partners in providing services to and meeting the needs of working parents and their children for child care. In particular, transportation, scheduling, early release, full day programs, snow days, and "flip-flopping" kindergarten schedules must be addressed. Many of these issues could be dealt with by increased collaboration between public schools programs and community based providers.

2) Participants raised concerns about the increasingly prohibitive cost of care.

Without adequate sliding fee scales to help parents pay for child care, many families, including those with moderate means, will not be able to provide adequate care for their children.

3) Parent education and resource centers for parents were also noted as important elements in service provision, particularly in public school settings.

4) Parents should be involved in discussions about the total program including curriculum and policy.

F. Program Standards and Monitoring

Introduction:

Since Chapter 188 programs are required to meet or exceed the OFC Regulations for group day care, there was little testimony concerning standards. The DOE standards developed by the Early Childhood Education Advisory Council now exceed the OFC Regulations regarding teacher/pupil ratios and staff qualifications. Most of the issues addressed centered around the vast differences in staff qualifications and the need to develop monitoring systems across agencies.

Summary of testimony:

1) Although respondents expressed concern regarding the emergence of a two tiered system in which the public schools with their higher salaries will deplete the day care system of its college trained staff, there were no suggestions on how to bridge the training gap between OFC qualified teachers with a minimum of three college credits and DOE certified teachers with 120.

The major issues to be addressed are whether qualifications for OFC lead teacher should be raised so they are comparable to those of DOE teachers, funding sources for comparable salaries, and whether a method for rewarding experience in the same way as college credit could be successfully developed.

2) Those testifying expressed concerns regarding the enforcement of existing standards in the public schools, the need for public school standards for school-age child care, and the need to monitor the Chapter 188 Advisory Council process.

Public and private early childhood programs are subject to different sets of standards. Privately operated programs are licensed by the Office for Children. Public school operated programs that are funded by Chapter 188 are monitored by the Department of Education. Other public school operated programs are overseen by local school committees. A number of physical plant issues arise concerning public programs which are offered in less than ideal settings--gyms, cafeterias, and old buildings which cannot meet building and safety codes.

Testimony pointed out that for a variety of reasons, requirements for advisory council membership are not always met. Resource and referral agencies, parents and the private early childhood education programs do not always participate as actively as desired.

3) A monitoring and assessment capacity must be developed at the local level to assess early childhood programs receiving public funds including DSS-funded child care and Chapter 188 programs.

Testimony urged that regular assessments of the Chapter 188 preschool programs and other publicly funded early childhood programs be conducted by members of the local community and should at minimum include parents, advocates, early childhood educators, and other members of the community.

G. Services to Children with Special Needs

Introduction:

Testimony at the hearings indicates that preschool and school-age children eligible for Chapter 766 special education services benefit most when their programs are integrated with programs serving other children. Collaborative efforts between child care providers and public schools offer excellent opportunities to improve child care services to children with special needs.

Summary of testimony:

1) Public school programs serving preschool children with special needs are often part-day programs serving only disabled children. There is an acute shortage of programs to serve both preschool and school-age children with special needs after school hours.

Working parents of children with special needs are forced to work part-time or stay home to care for their children during hours that the programs are not in session. State funded programs which might complement public preschool programs, such as respite care, are limited to providing as little as 10 to 15 days of care per year. The Department of Mental Retardation is trying to initiate a statewide comprehensive system of services for children which complement those offered through Chapter 766, but has not received adequate funding to implement its plans. Few communities have tried to initiate cooperative relationships between private child care programs and the public schools to fill the gap between the need and the availability of these services.

2) Collaborative efforts between public schools and private child care providers will improve services to preschool children with special needs.

Eighty eight of the 95 preschool programs funded by Chapter 188 are integrating children with special needs. Private programs serving children with special needs could rely on consultations with and services from the public schools to ensure that the particular needs of the children with special needs in their care are met. Some respondents pointed out that integration of children with special needs into conventional early childhood education programs is a sound investment in the future of these children and could reduce the future costs of educating those children by as much as 50 percent.

3) Children with special needs are particularly susceptible to the discontinuity resulting from shifts between settings.

Since most public school special needs programs are half-day and few community day care programs have the resources necessary to provide quality services to children with special needs, it is important to make the most of both community and public school resources for this population. Serving children with special needs in the community could help insure continuity of both provider and setting.

H. Collaboration, Communication, and Cooperation

Introduction:

Communication, cooperation, and collaboration were raised throughout the SAC forums. Respondents described numerous examples of positive experiences as well as negative ones in each area. There was, however, clear agreement that positive collaboration, cooperation, and communication between the public schools and the private providers is important and valuable. Both groups stated forcefully that such efforts led to better services for young children and their families.

It became clear during the forums that the words communication, cooperation, and collaboration are frequently used interchangeably. For the purposes of this report, communication is defined as the "sharing of information", cooperation is defined as occurring "when two or more groups, each with separate programs, agree to work together to make programs more successful", and collaboration as occurring "when the groups involved share responsibility and authority for basic decision making." **

Summary of testimony:

1) Effective communication requires establishing a common vocabulary, improving the flow of information between and within systems and creating structures to improve access to information.

Individuals said that problems were often a result of different definitions for terms such as developmental, teacher, day care staff, full day program, child care, education, and transitions. While excellent examples of communication were reported to exist in small school districts and communities, barriers were more likely to exist in large districts. It is important to establish structures so that parents and other individuals have access to information. Respondents stated that organized groups appear to have more and easier access to information. They also pointed out that current OFC regulations require a parent's permission before information about a particular child can be shared. This may become a stumbling block when a child goes to two or more programs.

2) Issues related to cooperation primarily dealt with maximizing existing resources.

Participants frequently cited sharing space, staff specialists, and staff development opportunities, and coordinating transportation as areas where the public and private providers could cooperate in order to better serve the community.

3) Issues related to collaboration include those which promote the continuity of care and education.

Planning and developing systems to foster smooth transitions between service providers, for example scheduling, and sharing information regarding children's special needs, would help families meet the needs of their children. As a result of improved communication and cooperation, curriculum expectations would be more consistent across systems.

Note: For case studies of successful collaboration between community-based early childhood education programs and early childhood programs run by public schools, please refer to *Future Trends in Early Childhood Education: Volume 3*, scheduled for publication in the fall of 1989 by the Early Childhood Education Advisory Council of the Massachusetts Department of Education.

** Shirley M. Hord, A Synthesis of Research on Organizational Collaboration, Educational Leadership. Vol. 43, No. 5, 1986

IV RECOMMENDATIONS OF THE SAC DAY CARE COMMITTEE

Space

1. Legislation should be filed requiring that any new school buildings constructed with state assistance be mandated to include designated space for child care. The space provided must meet Office for Children standards for child care programs.
2. The Department of Education and the Office for Children should issue a joint statement encouraging school systems to identify any space which can be dedicated for child care programs, to inform their local child care resource and referral agency and Council for Children that this space is available, and to work with private providers and/or the CCR&R to ensure that the space meets OFC standards.
3. A special funding program should be established by the legislature to allow school systems to identify and renovate space for child care purposes.

Transportation

1. The Department of Education and the Office for Children should further promote the "School-Age Transportation Law" and disseminate information about model plans.
2. The School-Age Transportation Law should be amended to allow school districts to be reimbursed for transporting children to locations less than one and one-half miles from the school.
3. Additional funds for transportation should be appropriated to encourage schools to implement the optional School Age Transportation law.

Funding

1. The fiscal year for Chapter 188 programs should be extended so that programs are assured of funds for 24 month periods instead of 12 month periods.
2. SAC should support the Department of Education's request for increased funding for the Chapter 188 Early Childhood program. The Department should prioritize the funding of extended day and day care programs with any expansion appropriations.

3. SAC should actively support legislation to increase child care opportunities and school-age child care. Current proposed legislation includes H. 3416 filed by Representative Rosenberg, and H. 3164 filed by Representative Hildt.

Staffing and Wages

1. The Department of Education, Department of Public Health, the Office for Children, and the federal Administration for Children Youth and Families should collaborate to establish a career ladder program for teachers of young children ages birth through age eight.

2. The SAC should continue its active lobbying for increased salaries and benefits for staff in private programs with state contracts and for Head Start staff.

3. Increased coordinated training and educational opportunities should be made available and accessible to assist early childhood staff in advancing in their fields.

4. The Department of Education should explore a mechanism which would allow teachers in day care to do their student teaching under adequate supervision in their own day care classrooms while receiving their regular pay.

Curriculum and Continuity

1. The Department of Education and the Office for Children should review their program and licensing standards to ensure that they promote developmentally appropriate and culturally sensitive learning experiences. Both agencies should develop and provide training experiences and technical assistance materials for staff in the private sector and public schools to help staff implement these program standards.

2. The Department of Education should disseminate information on the problems half-day and flip-flop kindergarten sessions cause for families and encourage school systems to consider other options if possible.

3. Local agencies should further develop agreements which ease and facilitate transitioning children from one program or service provider to another.

4. The Department of Education should determine whether testing policies and practices have resulted in the development of inappropriate curriculum.

Parents

1. Further expansion of child care services should be designed to increase options from which parents may choose a program which best meets their needs.
2. Additional funding supports should be available for moderate as well as low income families.
3. The staff of early childhood education programs should involve parents in decisions on curriculum and program policy.

Program Standards

1. DOE should develop program standards for school-age child care programs operated by the public schools. These standards should be consistent with OFC's standards for similar programs.
2. A monitoring and assessment capacity should be developed at the local level to assess all publicly funded early childhood programs.
3. Public schools which house programs for very young children should meet the same health, nutrition, and safety standards that apply to independent preschools and center-based child care programs.

Services to Children with Special Needs

1. Public and private programs should increase collaboration to provide services to children with special needs in order to integrate these students while ensuring that individual needs are met.
2. The Department of Education, the Office for Children, the Department of Social Services, and the Department of Public Health should identify ways to cooperatively increase the availability of day care services for children with special needs. An example of such collaboration would include joint funding of training initiatives for day care teachers.

Collaboration, Communication, and Cooperation

The committee finds that effective collaboration between public and private early childhood and school-age educators improves the delivery of services to children and their families in any community. We strongly recommend that all public and private programs increase collaboration in the provision of child care services in the following ways:

1. Share resources: sharing space, staff specialists, staff development opportunities, and coordinating transportation are areas where the public and private providers should cooperate in order to better serve the community.
2. Plan: Developing systems to foster smooth transitions between service providers (e.g. scheduling, communication regarding children's special needs) will help families meet the needs of their children.
3. Communicate: Communities should establish structures so that parents and other individuals have access to information. Chapter 188 advisory committees and other local groups comprised of public and/or private educators must establish outreach mechanisms for parents and members of the community at large to ensure that all of the communities' needs are addressed to the extent possible.

APPENDIX A

I. SAC Day Care Committee

Michelle Seligson, Chairperson, School Age Child Care Project
Nancy DeProsse, United Auto Workers, District 65
Chris Dillon, Executive Office of Economic Affairs
Alma Finneran, Action for Boston Community Development
Elaine Firsh, Parents United for Child Care
Andrea Genser, Child Care Resource Center
Sue Halloran, South Shore Day Care
Sibley Higgenbotham, Associated Day Care (ret.)
Fern Marx, Wellesley College
Gwen Morgan, Wheelock College
Jackie Neel, City of Cambridge
Saul Pinsky, Mass. Assoc. of Independent Family Day Care
Rosa Rickson, Department of Social Services
Joyce Sebian, Executive Office of Human Services
Beth Thompson, Child Care Circuit
Carole Thomson, Department of Education
Jack Wertheimer, Great Brook Valley Day Care
Michael Coughlin, Staff Coordinator, State Advisory Council

II. Subcommittee on Day Care and the Public Schools

Fern Marx, Chair, Wellesley College
Meg Barden Cline, University of Massachusetts, Amherst
Nancy DeProsse, United Auto Workers, District 65
Karen Klopfer, N.I.C.E. Day Care
Mary Mindess, Lesley College
Joyce Sebian, Executive Office of Human Services
Beth Thompson, Child Care Circuit
Carole Thomson, Department of Education

III. Panelists at the Forums

Fern Marx, Wellesley College, Coordinator of Forums
Michelle Selgison, Chair, SAC Day Care Committee
Mary Kay Leonard, Commissioner, Office for Children
Michael Coughlin, recorder

Frances Barrett, Office for Children
Meg Barden Cline, University of Massachusetts, Amherst
Nancy DeProsse, District 65, U.A.W.
Marilyn Gallivan, Office for Children
Sue Halloran, South Shore Day Care
Julienne Johnson, Department of Education
Thomas Kane, School Principal, Winchendon
Karen Klopfer, N.I.C.E. Day Care, Jamaica Plain
Lee Kolzalka, Department of Education
John Kraskouskas, School Principal, Seekonk
Miriam Kronish, School Principal, Needham
Ann Linehan, Communities United, Watertown
Carol MacNeil, Department of Education
Martha Milton, Office for Children
Mary Mindess, Lesley College
The Honorable Lois Pines, Massachusetts State Senate
Margaret Regan, School Principal, Southhampton
Rene Rubin, School Principal, Dover
Joyce Sebian, Executive Office of Human Services
Fred Stanton, Asst. Superintendent of Schools, Stoughton
Joy Staples, Department of Education
David Thomas, Department of Education
Carole Thomson, Department of Education
Beth Thompson, Child Care Circuit
Peter Toohey, Superintendent of Schools, Hudson
Jack Werthheimer, Great Brook Valley Child Care, Worcester

IV. Witnesses at the Public Forums

Waltham 12-6-88

Deborah Begner, Concord Children's Center
Andrea Blakely, Communities United, Head Start, Watertown
Diane Driscoll, parent, Acton
Annie Hale, Wayland Public Schools
Gretchen Hall, Child Care Search
Joyce Hollman, Children's Center of Lexington
Barbara Hunt, Elementary Principal, Belmont
Edgar Klugman, Wheelock College
Marcia Krasnow, Norwood Public Schools
Joann Leavitt, Child Care Circuit
Eleanor Nelson, Prospect Hill Child Care
Ann Marie Rowan, parent, Belmont

Boston 12-8-88

Douglas Baird, Associated Day Care Services of Boston
Sister Mary Frances Bassick, Archdiocese of Boston
Robin Carton, Child Care Resource Center
Robin D'Antona, Mass. SACC
Elaine Fersh, Parents United for Child care
Paula Georges, Citywide Education Coalition
Mary Grinavic, Walpole Public Schools
The Honorable Barbara Hildt, Mass. House of Representatives
Marilyn Johnson, Amesbury Public Schools
Nancy Kruger, Greater Boston YWCA
Kathleen Lamb, Brookline Public Schools
Donna Lamp, Metro Boston Child Care Network
Jackqueline Lowe, M.A.D.C.A.
Myra McAdoo, parent, Boston
Gwen Morgan, Wheelock College
Marie Morrisson, Early Learning Experience
Barbara Murphy, Brookline Public Schools
Malcolm Patterson, Gloucester Public Schools
Joe Pettner, Cambridge Public Schools
Joyce Rodenheiser, Northeast Metro. Reg. Voc. schools
Laurie Sheridan, Parents United for Child Care
Betty Saccoccio, Somerville Community schools
Laurie Taymor, parent
Sue Todd, Child Development Programs of Cape Ann
Milele Unaka, Black Child Development Institute
Patrice Zall, Early Learning Experience

W. Boylston 12-12-88

Miriam Andrews, Lawrence Vocational High School
Rich Ardizzone, Rainbow Child Care Center
David Braley, Worcester Public Schools
Jan Dergenshweier, Sudbury Public Schools
Barbara Freeman, Dover-Sherborn Public Schools
Jean Hollbrook, Child Care Connection
Jean Lindquist, SMOC Day Care
J. Pierre Martineau, Little People's Day Care
Jean Morin, Fitchburg Public Schools
Cheryl Murray, Warren/w. Brookfield Public Schools
Jeff Parks, Town of Northboro
Mary Urban, Fanning Trade High School

Holyoke 12-14-88

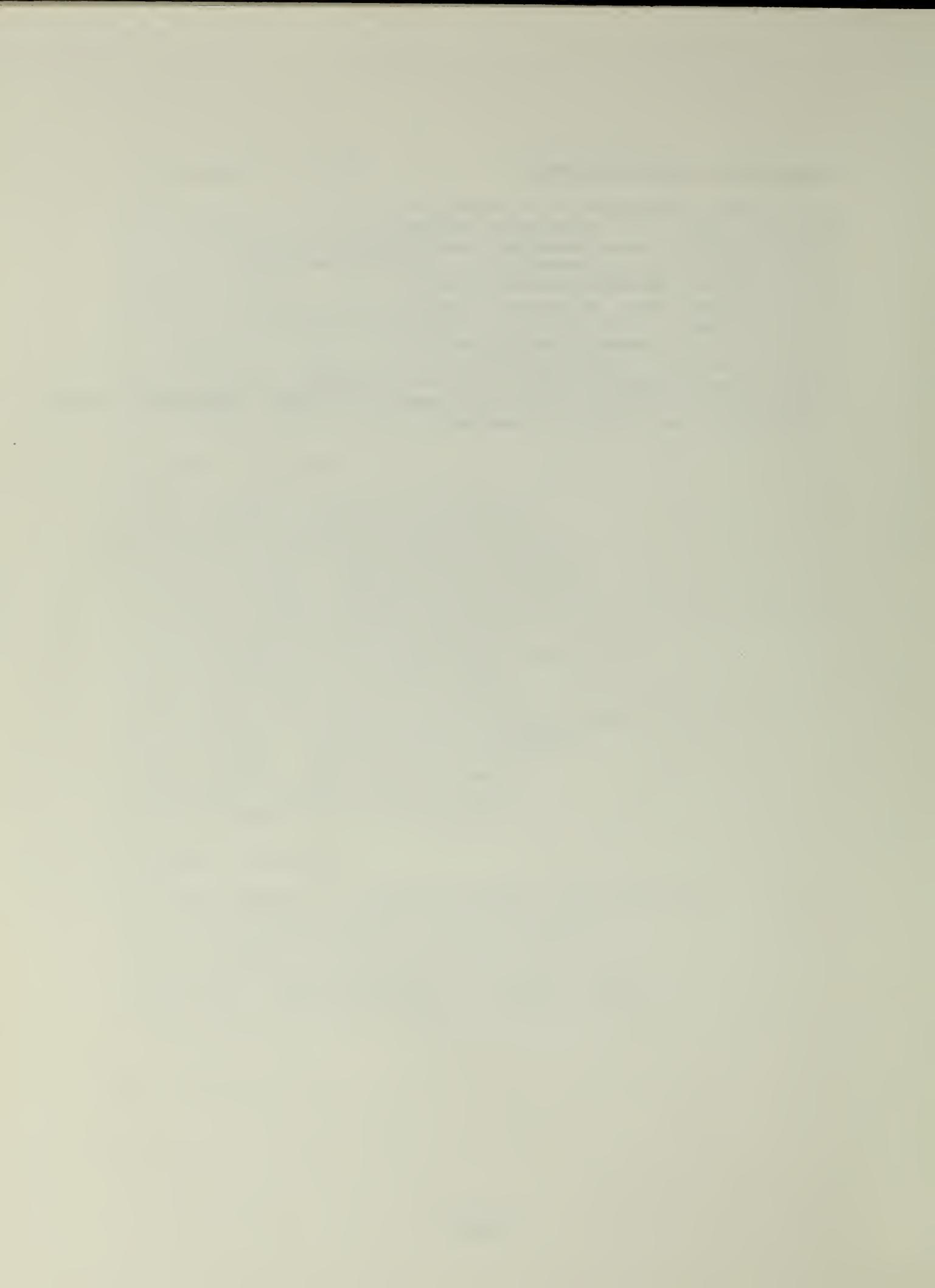
Jackie Armstrong, parent, Charlemont
Barbara Black, child care provider
Meg Cline, Preschool Enrichment Team
Roberta Cornish, Springfield Day Nursery
Eileen Corrigan, Holyoke Public Schools
Roberta Deering, Massachusetts Association of School Committees
Ann Finck, Hadley Public Schools
Claire Higgins, Sojurn Child Care
Harold Langford, Springfield Head Start
Mary Ledwell, parent, Charlemont
Susan Regan, Heath Public Schools
Roy Rosenblatt, MADCA and Hampshire Council for Children
Pat Sikellas, Westfield Public Schools
Susan Triolo, Colrain Public Schools
Vicki Van Zee, Child Care Focus
Mary Wile, Chicopee Public Schools
Bonnie Wooden, parent, Colrain

Brockton 12-19-88

Rosemary Anderson, Quincy Community Care for Kids
E. Martin Barney, Fall River Public Schools
Maureen Berman, Scituate Public Schools
Gayle Bingham, Brockton Council for Children
Bernadette Blong, Brockton Self Help
Robert Fox, Superintendent of Schools, Hanover
Nancy Peterson, Home, Health, and Child Care

Submitted written testimony

Guitta Blau, Cape Cod Child Development
Shirley Brown, Leverett Public Schools
Joseph Carroll, Masacomet Regional Schools
Karen Edlund and Phil Woodbury, parents, Somerville
Alma Finneran and Marie Galvin, ABCD
Julia Landau, Mass. Advocacy Center
Cynthia Loomer, PACE Child Care Resource Exchange
Linda Marcotte, Heath School Committee
Barbara Melrose, Town of Amherst
Jackie Neel, Cambridge Dept. of Human Services
Cindy Politch, parent/Grt. Boston Association for Retarded Citizens
Pam Porter, Heath Public Preschool



APPENDIX B

FACT SHEET

Demographic Information.

- 1) In Massachusetts there are 487,300 children age five years and under and an additional 439,700 between the ages of six and 13 years.
- 2) Of these 927,000 children, nearly 60 percent, or 550,000 children, live either in a family where both parents work or in a single parent family where the resident parent works.
- 3) Projections indicate that in 1995 almost 670,000 Massachusetts children under 13 years of age will have employed mothers. An estimated 250,000 children under six years of age, and 161,000 children between the ages of six and 12 years, will need non-parental care in 1995, an increase of 23 percent in less than 10 years.

Service Information.

Children Receiving Services:

- 1) Forty percent of children under 13 years of age in non-parental care are cared for by relatives.
- 2) Child care centers serve over 40 percent of children in non-parental care; family day care homes serve 15 percent.
- 3) During the 1987-1988 school year, 4,783 children were enrolled in public school pre-kindergarten programs and 67,138 were enrolled in public kindergarten programs.

Available Services

- 1) Licensed child care programs, FY'88:
 - a) Group Day Care--1,909 programs served 94,919 children.
 - b) Family Day Care--9,200 programs provided space for 43,500 children.
 - c) School Age Child Care--(licensing in progress) Approximately 655 programs served 20,000 children.

2) Public Schools:

- a) There are 1,199 public elementary schools, 265 public middle/junior high schools, and 297 public high schools in Massachusetts.
- b) According to a 1987 survey by the Board of Education's Early Childhood Advisory Council, 29 percent of school systems provide some form of before or after school child care program. School systems reported that 31.6 percent of reporting school systems contract or collaborate with a private provider to operate programs; 25.3 percent of the responding school systems reported that the school system operates the program, while 14.7 percent reported programs are operated by a school-parent partnership, 10.5 percent by parents, and 17.9 percent by other providers.

State and Other Supports for Early Childhood/Child Care Services, and Child Care for Other Age Groups

- 1) The state provided child care subsidies to 29,550 children in FY'88 at a cost of \$101.1 million.
- 2) As of January 1988, approximately 150 out of the 140,000 employers in Massachusetts provide some form of child care assistance for their employees.
- 3) OFC's Child Care Resource and Referral system helped 35,203 parents locate child care in FY'88.
- 4) The Chapter 188 Early Childhood Program:
 - a) The program funded 139 communities at a total of \$10,000,000 for FY '89.
 - b) In FY'89, over 13,000 children received direct services through this program: (3,250 preschoolers; 8,600 kindergartners; 830 extended day students; 300 day care enrollees; 325 transitional first graders.) Over 15,000 kindergarten children are receiving indirect services through the addition of classroom materials and equipment and/or curriculum development.
 - c) Of the programs funded in FY'89, 47 percent were part-day preschool programs, 34 percent were enhanced kindergartens, nine percent were extended day programs, seven percent were full working-day programs, and four percent were transitional programs.







